



## **Committee of the Whole Report**

**For the Meeting of January 11, 2018**

---

**To:** Committee of the Whole **Date:** December 28, 2017

**From:** Jonathan Tinney, Director, Sustainable Planning and Community Development

**Subject:** Rezoning Application No. 00614 for 3103 Washington Avenue

---

### **RECOMMENDATION**

That Council decline Rezoning Application No. 00614 for the property located at 3103 Washington Street.

### **LEGISLATIVE AUTHORITY**

In accordance with Section 479 of the *Local Government Act*, Council may regulate within a zone the use of land, buildings and other structures, the density of the use of the land, building and other structures, the siting, size and dimensions of buildings and other structures; as well as, the uses that are permitted on the land, and the location of uses on the land and within buildings and other structures.

### **EXECUTIVE SUMMARY**

The purpose of this report is to present Council with information, analysis and recommendations for a Rezoning Application for the property located at 3103 Washington Avenue. The proposal is to rezone from the R1-B Zone, Single Family Dwelling District, to a new zone in order to construct four single-family dwellings on the lot.

The following points were considered in assessing this Application:

- the subject property is designated *Traditional Residential* in the Official Community Plan which supports ground-oriented buildings up to two-storeys, and envisions a density up to 1:1 floor space ratio (FSR). The proposed single-family dwelling units are two-storeys and ground-oriented housing with a density of less than 1:1 FSR; however, the proposed clustering of four single-family dwellings on one lot is not a type of housing form that is contemplated in the OCP
- the *Burnside Gorge Neighbourhood Plan* encourages ground-oriented infill development on large lots along Washington Avenue, including a variety of new housing forms, such as row houses or townhouses, and a diversity of housing choices such as family-oriented housing that are appropriate within the *Traditional Residential* OCP designation. Even though the proposal is for ground-oriented family housing, staff do not support this proposal from a site planning and design-perspective, and encourage the applicant to

consider a different housing form such as attached townhouses or two-single family dwellings with garden suites

- if the property is consolidated with neighbouring lots then more efficient densities, circulation and site layouts could be realized
- the subject property is exempt from requiring a Development Permit to construct the proposed three single-family dwellings according to Appendix A: Development Permit Areas and Heritage Conservation Areas in the OCP; however, the applicant is willing to register a section 219 covenant on title to secure the design of the proposed single-family dwelling units and associated hard and soft landscaping to ensure the dwellings are constructed in accordance with plans approved by Council.

## **BACKGROUND**

### **Description of Proposal**

This Rezoning Application is to construct four single-family dwellings on one lot. A new zone would be required to facilitate this development.

The following differences from the current zone are being proposed and would be accommodated in a new zone, if Council decides to move it forward for consideration at a Public Hearing:

- allowing more than one building on a lot
- increasing the combined floor area
- reducing front, rear and side yard setbacks.

### **Affordable Housing Impacts**

The applicant proposes the creation of four new residential units which would increase the overall supply of housing in the area.

### **Sustainability Features**

The applicant has not identified any specific sustainability features associated with this proposal; however, the driveway, parking area and outdoor patios are permeable.

### **Active Transportation Impacts**

The application proposes to provide bicycle storage in each single-family dwelling and eight Class 2 (visitor) bicycle parking spaces, which supports active transportation.

### **Public Realm Improvements**

No public realm improvements are proposed in association with this Rezoning Application.

### **Accessibility Impact Statement**

The British Columbia Building Code regulates accessibility as it pertains to buildings.

### **Land Use Context**

The area is characterized by a mix of single-family dwellings and attached housing.

## Existing Site Development and Development Potential

The site is presently occupied by a single-family dwelling.

Under the current R1-B Zone, Single Family Dwelling District, the property could be developed as a single-family dwelling with a secondary suite or garden suite.

### Data Table

The following data table compares the proposal with the existing R1-B Zone and the R-K Zone, Medium Density Attached Dwelling District. An asterisk is used to identify where the proposal is less stringent than the existing zone.

Zoning Criteria	Proposal	Existing Zone (R-B Zone)	R-K Zone
Site area (m <sup>2</sup> ) - minimum	899.41	460.00	555.00
Density (Floor Space Ratio) - maximum	0.57	n/a	0.60
1 <sup>st</sup> and 2 <sup>nd</sup> storey floor area (m <sup>2</sup> ) – maximum	508.37*	280.00	539.65
Combined floor area (m <sup>2</sup> ) - maximum	633.51*	420.00	n/a
Number of buildings	4.00*	1.00	attached/semi-attached
Number of dwelling units	4.00*	1.00 + garden suite or secondary suite	4.00 (1 dwelling unit per 185m <sup>2</sup> of lot area)
Lot width (m) - minimum	22.80	15.00	18.00
Height (m) - maximum	7.42	7.60	8.50 to ceiling
Storeys - maximum	2	2	2
Site coverage % - maximum	33.53	40.00	33.30
Open site space % - minimum	49.01	n/a	45.00
<b>Setbacks (m) – minimum:</b>			
Front	2.00*	7.50	6 and 7.50 (average)
Rear	2.75*	10.10	4.00
Side (north)	1.50	1.50	4.00
Side (south)	1.50*	3.00	4.00
Combined side yards	3.00*	4.50	n/a
Parking - minimum	4	4	6

Zoning Criteria	Proposal	Existing Zone (R-B Zone)	R-K Zone
Bicycle parking stalls (minimum)			
Class 1	8	n/a	n/a
Class 2	8	n/a	n/a

### Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, the applicant has consulted the Burnside Gorge CALUC at a Community Meeting held on *September 18, 2017*. A letter dated September 25, 2017 is attached to this report.

### ANALYSIS

#### Official Community Plan

The subject property is designated *Traditional Residential* in the Official Community Plan, which supports ground-oriented buildings up to two-storeys and envisions a density up to 1:1 floor space ratio (FSR). The proposal is for two-storey, ground-oriented housing with a density of 0.57:1 FSR; however, the proposed clustering of four single-family dwellings on one lot is not a type of housing form that is contemplated in the OCP, and therefore, staff do not recommend support of this proposal.

The subject property is exempt from requiring a Development Permit to construct the proposed four single-family dwellings according to Appendix A: Development Permit Areas and Heritage Conservation Areas in the OCP; however, the applicant is willing to register a section 219 covenant on title to secure the design of the proposed single-family dwelling units and associated hard and soft landscaping, and to ensure they are constructed in accordance with the plans, if approved by Council.

#### Site Planning, Architecture and Landscape Design

The applicant is proposing the following site planning, architecture and landscape design:

- four single-family dwellings, two fronting Washington Avenue and two in the rear yard, on a single lot
- each building is two storeys
- the single-family dwellings incorporate traditional architectural features, including pitched rooflines, traditional-style windows, and prominent entryways
- exterior finishes include cement board panels, horizontal cement board siding, wood posts and fibreglass shingles
- one driveway provides access to the site with parking located in the middle of the site and screened from the street
- each unit has substantial soft landscaping in the front yard and a private outdoor patio in the rear
- garbage and recycling is located between units 1 and 2 and screened with soft landscaping

- a pedestrian gate would be provided in the rear yard to provide direct access to Cecilia Ravine Park.

## Local Area Plans

The Burnside Gorge Neighbourhood Plan contains *Gorge Sub Area Ground-oriented Housing Urban Design Policies* that would apply to this site. The relevant policies that apply to the subject property are the following:

- be a good neighbour to adjacent homes, with massing mitigating impacts on neighbours
- present a friendly face, with units adjacent to the street and other public spaces
- encourage street vitality and social interaction amongst neighbours, with useable semi-private space or front porches along streets
- ensure livability and considerations for outdoor space
- contribute positively to the unique character and identity of the neighbourhood
- desired separation distance between buildings for this lot is approximately 24ft.

The proposal complies with the policies relating to the streetscape appearance, social interaction, family-oriented housing, private outdoor space, landscaped front and rear yards, and separation distance between buildings (exceed 24ft); however, staff have concerns with the proposed site planning, the number of buildings on the lot and the amount of site area dedicated to vehicles. This proposed site layout may be more suitable if the subject property had two frontages.

The proposal is compared to the R-K Zone; based on this comparison the proposal exceeds the minimum open site space requirement, and the site coverage is only 0.23% more than the maximum permitted in the zone (which is 33%). The existing site area and lot width are 899.41m<sup>2</sup> and 22.30m, respectively; whereas, the minimum site area and lot width requirements in the R-K Zone are 555m<sup>2</sup> and 18m, respectively. In comparison to the small lot zones, the minimum lot area for a small lot is 260m<sup>2</sup>; whereas, in this proposal the lot area per dwelling unit is 224.85m<sup>2</sup>.

The Plan does state that *"smaller redevelopment projects which replicated the pattern of existing homes along the street (e.g. duplexes, triplexes or fourplexes) are supported on the shallower lots in this neighbourhood or where lot consolidation is not possible."* Staff recognize that the subject property could handle some additional density in the form of row-houses or townhouses, and preferably through a land assembly with adjacent properties.

## CONCLUSIONS

The proposal to construct four single-family dwellings on a lot is not consistent with the OCP or *Burnside Gorge Neighbourhood Plan* with respect to site planning and number of single-family dwellings on a lot. The subject property is suitable for some additional density in the form of row-houses or townhouses, and preferably through a land assembly with adjacent properties to enable the best realization of permitted development potential. Staff recommend for Council's consideration that the Application is declined.

## ALTERNATE MOTION

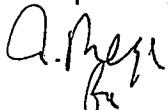
### Option 1

1. That Council direct staff to work with the applicant on a proposal that complies with the policies in the Official Community Plan and Burnside Gorge Local Area Plan.

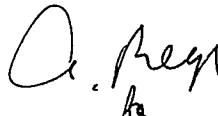
## Option 2

2. That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00614 for 3103 Washington Avenue, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:
  - a. Preparation of the following documents, executed by the applicant to the satisfaction of City Staff:
    - i. Section 219 covenant to secure the design and associated landscaping of four proposed single-family dwelling units, and to ensure the dwelling units are constructed in accordance with the plans approved by Council.

Respectfully submitted,

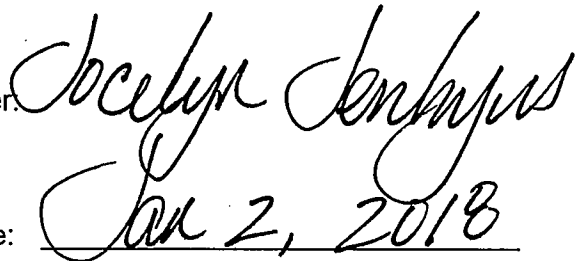


Leanne Taylor  
Senior Planner  
Development Services Division



Jonathan Tinney, Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager.



Date:

Jan 2, 2018

### List of Attachments:

- Appendix A: Subject Map
- Appendix B: Aerial Map
- Appendix C: Plans date stamped November 17, 2017
- Appendix D: Letter from applicant to Mayor and Council dated September 20, 2017 and November 16, 2017
- Appendix E: Community Association Land Use Committee Comments dated September 25, 2017.